

Message Text

PAGE 01 NATO 05671 01 OF 03 171725Z

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USNMR SHAPE

USCINCEUR

USLOSACLANT

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C O N F I D E N T I A L SECTION 1 OF 3 USNATO 5671

E.O. 11652: GDS

TAGS: MILI, MPOL, PFOR, NATO

SUBJ: STANDARDIZATION

REF: A. USNATO 5079 DTG 181155Z SEP 75

B. USNATO 5383 DTG 021750Z OCT 75

C. STATE 176948 DTG 252330Z JUL 75

SUMMARY: IN THIS MESSAGE WE TRANSMIT PO/75/117 DATED 16 OCT. 75 BY WHICH SYG LUNS PROPOSES THAT THE NAC ESTABLISH AN "AD HOC COMMITTEE ON PROCUREMENT OF ARMAMENTS" IN RESPONSE TO AMB. BRUCE'S INITIATIVE ON SEPTEMBER 17 (REF A). ALONG WITH SOME OF THE OTHER REPRESENTATIVES WHO ATTENDED AN INFORMAL MEETING WITH ASGY TUCKER (DEFENSE SUPPORT) ON OCTOBER 1 (REF B), WE HAVE BEEN ABLE TO CONTRIBUTE TO THE PREPARATION OF THIS PO AND BELIEVE IT SHOULD PROMOTE INITIAL US OBJECTIVES TOWARD IMPROVING NATO STANDARDIZATION. ONE SHORTCOMING PROBABLY INEVITABLE IN THE CIRCUMSTANCES, IS THAT THE COMMITTEE WOULD NOT AIM FOR AGREEMENT ON PRINCIPLES BY DECEMBER (REF C, PARA 9C). INSTEAD, IT WOULD PREPARE A PROGRESS REPORT AND UNDERTAKE TO COMPLETE PRINCIPLES AND OTHER CONFIDENTIAL

PAGE 02 NATO 05671 01 OF 03 171725Z

WORK, INCLUDING THE DEVELOPMENT OF A PLAN OF ACTION, BY THE SPRING 1976 MINISTERIAL MEETINGS. WE EXPECT THE NAC TO CONSIDER THIS PO ON OCTOBER 22 AND RECOMMEND WE APPROVE IT AT THAT MEETING. IN PARAGRAPHS 3 - 9 BELOW, WE ALSO PROVIDE COMMENTS FOR

WASHINGTON CONSIDERATION WHICH ADDRESS SOME OTHER FACTORS THAT MAY INFLUENCE NATO'S PROGRESS IN THIS FIELD. ACTION REQUESTED. AUTHORIZATION BY OCT. 21 TO APPROVE PO/75/117. END SUMMARY.

1. HERewith TEXT OF PO/75/117 DATED 16 OCTOBER, 1975.

BEGIN TEXT:

AD HOC COMMITTEE ON "PROCUREMENT OF ARMAMENTS"

AT THE COUNCIL MEETING ON 17TH SEPTEMBER, 1975 THE US PERMANENT REPRESENTATIVE PROPOSED THE FORMATION OF A HIGH LEVEL COMMITTEE TO DEAL WITH ISSUES RELATED TO THE PROCUREMENT OF ARMAMENTS AND IN PARTICULAR TO PREPARE A STATEMENT OF POLICY AND A PLAN OF ACTION. IN THE ENSUING DISCUSSION A NUMBER OF QUESTIONS WERE RAISED REGARDING THE TERMS OF REFERENCE OF SUCH A COMMITTEE AND ITS RELATIONSHIP TO ESTABLISHED BODIES SUCH AS THE CNAD.

2. I BELIEVE THERE IS A NEED TO CLARIFY OUR PRINCIPLES AND POLICIES REGARDING ARMAMENTS AND THEIR PROCUREMENT, IN A MANNER WHICH REFLECTS POLITICAL AND ECONOMIC AS WELL AS MILITARY AND TECHNICAL FACTORS. I ALSO BELIEVE THAT SOME CAREFUL EFFORT MUST BE INVESTED IN THINKING THROUGH THE PROPER ROLES AND THE RELATIONSHIPS OF EXISTING BODIES DEALING WITH THESE MATTERS, AND THE POSSIBLE CONTRIBUTION AND REALTIONSHIPS OF ANY NEW BODY WHICH MIGHT BE ADDED.

3. I THEREFORE PROPOSE FOR YOUR CONSIDERATION THE INITIAL FORMATION NOT OF A PERMANENT COMMITTEE, BUT OF AN OPEN-ENDED AD HOC COMMITTEE CHAIRED BY THE DEPUTY SECRETARY GENERAL, AND COMPOSED OF SENIOR REPRESENTATIVES FROM DELEGATIONS, WHO MIGHT NORMALLY BE THE DEPUTY PERMANENT REPRESENTATIVES AND WHO, IN TURN, MIGHT BE REPRESENTED BY OTHER DELEGATION OFFICIALS DEPENDING ON THE SPECIFIC ISSUES BEING DISCUSSED. THE COMMITTEE WOULD ALSO INCLUDE THE ASSISTANT SECRETARIES GENERAL FOR DEFENCE PLANNING AND POLICY AND DEFENCE SUPPORT, THE CHAIRMAN OF THE MILITARY AGENCY FOR STANDARDIZATION, AND A REPRESENTATIVE OF IMS. THE TAKS OF THIS COMMITTEE WOULD BE:

(A) TO PREPARE FOR COUNCIL CONSIDERATION, AND FOR ULTIMATE APPROVAL BY THE NAC IN MINISTERIAL SESSSION, A STATEMENT OF PRINCIPLES AND OBJECTIVES REGARDING ARMAMENTS AND THEIR CONFIDENTIAL

PAGE 03 NATO 05671 01 OF 03 171725Z

PROCUREMENT, WHICH SHOULD TAKE THE FORM OF A DRAFT NATO POLICY DOCUMENT ON THE SUBJECT;

(B) TO CONSIDER THE STEPS WHICH WOULD BE NECESSARY TO IMPLEMENT THE DRAFT NATO POLICY AFFECTIVELY ONCE AGREED; TO REVIEW THE TERMS OF REFERENCE AND THE SCOPE OF ACTIVITIES OF BODIES DEALING WITH ARMAMENTS AND RELATED MATTERS WHITHIN NATO OR IN WHICH MEMBERS OF NATO PARTICIPATE; TO REVIEW THE RELATIONSHIPS AMONGST THESE BODIES AND OTHERS WITH A LESS DIRECT INTEREST IN PROCUREMENT OF ARMAMENTS, SUCH AS THE EXECUTIVE WORKING GROUP AND THE DEFENCE REVIEW COMMITTEE; TO CONSIDER POSSIBLE CHANGES IN THESE BODIES OR ADJUSTMENTS OF THEIR ACTIVITIES OR RELATIONSHIPS, AND POSSIBLE NEW INSTITUTIONS OR PROCEDURES, WHICH MIGHT IMPROVE THE ADEQUACY OR EXPEDITIOUSNESS WITH WHICH THE NATO POLICY MIGHT

BE IMPLEMENTED, WITH PARTICULAR EMPHASIS ON THE MECHANISMS REQUIRED FOR DEALING WITH POLITICAL AND ECONOMIC FACTORS, TO MAKE SUITABLE RECOMMENDATIONS TO THE COUNCIL;

(C) TO REVIEW ON BEHALF OF THE COUNCIL WHATEVER PROPOSALS ARE PUT TO NATO BY THE EUROGROUP RELATING TO ARMAMENTS PROCUREMENT, IN ORDER TO PREPARE FOR THE COUNCIL A PLAN FOR DEVELOPING AN APPROPRIATE AND TIMELY NATO RESPONSE TO SUCH PROPOSALS;

(D) TO REVIEW AT THE REQUEST OF THE COUNCIL OTHER PROPOSALS RELATION TO ARMAMENTS PROCUREMENT THAT MAY BE SUBMITTED TO THE COUNCIL BY THE MILITARY COMMITTEE AND OTHER BODIES AS WELL AS BY NATIONAL AUTHORITIES. IT IS EXPECTED THAT THE COMMITTEE WOULD TAKE THESE PROPOSALS INTO FULL ACCOUNT IN CONSIDERING WHAT FUTURE PROCEDURES, MECHANISMS, ORGANIZATIONS AND RELATIONSHIPS MIGHT BE MOST EFFECTIVE.

4. THUS THE AD HOC COMMITTEE WOULD HELP US TO THINK THROUGH WHAT WE SHOULD BE DOING IN THIS IMPORTANT AREA, INCLUDING BOTH POLICY AND ORGANIZATION AND THE APPROPRIATE TASKING OF EXISTING BODIES. ONE OPTION WHICH THEY SHOULD CONSIDER IN DEVELOPING THEIR PROPOSALS REGARDING ORGANIZATION WOULD BE THE FORMATION OF A PERMANENT COMMITTEE WITH SIMILAR MEMBERSHIP TO THE AD HOC COMMITTEE, TO ADDRESS POLITICAL AND ECONOMIC ASPECTS OF ARMAMENTS AND THEIR PROCUREMENT.

5. FOR THE DECEMBER 1975 MINISTERIAL SESSION, THE COMMITTEE SHOULD PREPARE A REPORT FOR THE COUNCIL'S CONSIDERATION, AND SUBSEQUENT FORWARDING TO MINISTERS, WHICH DESCRIBES PROGRESS TO DATE AND RECOMMENDS THAT MINISTERS (1) ENDORSE INITIAL EFFORTS INCLUDING CONFIDENTIAL

PAGE 04 NATO 05671 01 OF 03 171725Z

FORMATION OF THE AD HOC COMMITTEE, AND (2) APPROVE AN OUTLINE OF WORK WHICH DRAWS ON THE TASKS AS SET FORTH IN PARAGRAPH 3 ABOVE AND SETS THE STAGE FOR SUBSTANTIVE MINISTERIAL DISCUSSION AND DECISION AT THE SPRING 1976 NAC MINISTERIAL SESSION. WE SHOULD EXPECT THE COMMITTEE'S INITIAL FINDINGS TO BE AVAILABLE FOR REVIEW BY THE CNAD AT ITS APRIL 1976 MEETING, SO THAT CNAD COMMENTS AND RECOMMENDATIONS CAN BE TAKEN INTO ACCOUNT IN PREPARING FINAL REPORTS TO MINISTERS.

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PAGE 01 NATO 05671 02 OF 03 171741Z

45

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C O N F I D E N T I A L SECTION 2 OF 3 USNATO 5671

6. GIVEN THE LIMITED TIME AVAILABLE, I SUGGEST THAT THE COUNCIL ESTABLISH THE AD HOC COMMITTEE AS SOON AS POSSIBLE, PERHAPS WHEN WE NEXT MEET TO CONSIDER THE SUBJECT. I PLAN TO PLACE THIS PROPOSAL ON THE AGENDA OF THE COUNCIL MEETING ON 22ND OCTOBER, 1975. END TEXT.

2. ALTHOUGH THE PO CALLS FOR AN AD HOC COMMITTEE WITH A LIMITED TENURE, VICE A "STEERING COMMITTEE" AS WE PROPOSED IN THE NAC ON SEPTEMBER 17, THIS SHOULD NOT, IN OUR VIEW, HINDER ACCOMPLISHMENT OF OUR BASIC OBJECTIVES IN STANDARDIZATION. THE PO DOES NOT CALL FOR AGREEMENT ON PRINCIPLES BY DECEMBER, BUT IT DOES CALL FOR A PROGRESS REPORT AND SETS FORTH AN AMBITIOUS PLAN OF WORK FOR THE COMMITTEE OVER THE NEXT FEW MONTHS, CALLING FOR BOTH PRINCIPLES AND WHAT AMOUNTS TO A PLAN OF ACTION FOR MINISTERS TO CONSIDER AT THEIR SPRING 1976 MEETINGS. IN PREPARING THE PO, TUCKER ASKED FOR OUR COMMENTS AND THOSE OF SEVERAL OTHERS WHO ATTENDED, OR WERE REPRESENTED AT, HIS INFORMAL MEETING ON OCTOBER 1 (REF B). WE UNDERSTAND THAT ITALY, THE UK, ASYG HUMPHREYS (DEFENSE PLANNING AND POLICY) AND POSSIBLY OTHERS, ALSO CONTRIBUTED TO THE PO, WHICH TUCKER HOPES WILL MEET WITH GENERAL APPROVAL IN THE NAC ON OCTOBER
CONFIDENTIAL

PAGE 02 NATO 05671 02 OF 03 171741Z

22. WE BELIEVE THE PO ADEQUATELY RESPONDS TO AMB. BRUCE'S PROPOSALS IN THE NAC ON SEPTEMBER 17 AND RECOMMEND APPROVAL. ACTION REQUESTED: WASHINGTON GUIDANCE BY OCTOBER 21.

3. COMMENT: THE US INITIATIVE THAT LED TO NAC CONSIDERATION OF STANDARDIZATION ISSUES REPRESENTS THE MOST VISIBLE AND, TO SOME, MOST POLITICALLY ATTRACTIVE OF SEVERAL CONCURRENT INITIATIVES INVOLVING COOPERATION IN ARMAMENTS PRODUCTION AND PROCUREMENT. HOWEVER, SOME MAY SEE THE US INITIATIVE AS DIVERTING ATTENTION FROM, OR EVEN PRE-EMPTING, RELATED EFFORTS BY THE EUROGROUP. SIMILARLY, THE CHAIRMAN OF THE MILITARY COMMITTEE MAY SEE IN THE US INITIATIVE A CONFLICT WITH A CURRENT MILITARY COMMITTEE EFFORT TO ADDRESS STANDARDIZATION ISSUES.

4. THE EUROGROUP REMAINS A POWERFUL FORCE IN SEEKING AEUROPEAN SOLUTION TO AND COMMON POSITION IN ARMAMENTS PROCUREMENT MATTERS RELATING TO ARMAMENTS. WHILE THE EUROGROUP INITIATIVE MAY NOT LIVE

UP TO THE HIGH EXPECTATIONS OF UK DEFENSE MINISTER MASON LAST MAY, IT STILL REPRESENTS FOR MANY EUROPEANS THE PRIMARY FOCUS FOR COOPERATION. WE UNDERSTAND SOME EUROGROUP MEMBERS MAY BE BACKING AWAY FROM THE GRAND CONCEPT OF A EUROPEAN DEFENSE PROCUREMENT AGENCY, ALTHOUGH SOME CONCRETE STEPS TOWARD A MORE COHERENT APPROACH TO EUROPEAN ARMAMENTS PROCUREMENT MAY EMERGE FROM EUROGROUP'S EXTENSIVE RECENT WORK IN DEVELOPING EQUIPMENT REPLACEMENT SCHEDULES. IN THE SHORTER TERM, DUE TO PRODDING BY THE UK, WE MAY SEE SOME SORT OF TWO-WAY STREET SHOPPING LIST FOLLOWING THE SPECIAL EUROGROUP MINISTERIAL MEETING IN THE HAGUE ON NOVEMBER 5. WE UNDERSTAND THAT ONLY FIVE NATIONS (DENMARK, GREECE, ITALY, NETHERLANDS, AND UK) HAVE SUBMITTED ITEMS FOR THE LIST, WITH THE FRG BEING A NOTEWORTHY EXCEPTION. THIS WOULD SEEM TO INDICATE THAT EUROGROUP'S SHOPPING LIST APPROACH MAY BE LSOING SUPPORT,

ALTHOUGH WE STILL EXPECT TO SEE AT LEAST BILATERAL EFFORTS TO IMPROVE WHAT THE EUROPEANS SEE AS AN IMBALANCE IN TRANS-ATLANTIC ARMAMENTS FLOW. IN ACY CASE, WE HOPE THAT THE AD HOC COMMITTEE ON PROCUREMENT OF ARMAMENTS WILL HAVE BEEN FORMED IN TIME TO CHANNEL ANY EUROGROUP PROPOSALS INTO THAT BODY FOR INITIAL NATO CONSIDERATION.

5. ON ANOTHER FRONT, THE MILITARY COMMITTEE WILL MEET OCTOBER 23 TO CONSIDER A WORKING PAPER, PREPARED AT THE INITIATIVE OF CONFIDENTIAL

PAGE 03 NATO 05671 02 OF 03 171741Z

ADMIRAL SIR PETER HILL-NORTON (FOLLOWING AN ORIGINAL SUGGESTION BY USDELMC), WHICH CONCLUDES THAT THE NATO MILITARY AUTHORITIES ARE NOT PRESENTLY ABLE TO EXERT SUFFICIENT INFLUENCE IN FIELD OF ARMAMENTS AND STANDARDIZATION AND PROPOSES TWO ACTIONS: (1) A REORGANIZATION OF THE IMS TO ESTABLISH A NEW ARMAMENTS DIVISION TO ADDRESS STANDARDIZATION AND INTEROPERABILITY ISSUES, WITH THE CHAIRMAN OF THE MAS DOUBLE-HATTED AS ASSISTANT DIRECTOR; AND (2) REFERRAL OF THE PAPER TO THE SYG PROPOSING THAT THE IS AND IMS BE TASKED TO DEVELOP JOINTLY A DEFENSE EQUIPMENT CYCLE WHICH MIGHT RUN IN PARALLEL WITH THE FORCE PLANNING CYCLE. USDELMC POUCHED THIS WORKING PAPER TO PENTAGON CENTAL REGISTRY ON OCTOBER 7 UNDER REGISTRY NUMBER 5250. IN AN OCTOBER 9 LETTER TO SYG LUNS, HILL-NORTON CALLED ATTENTION TO THIS MC INITIATIVE AND INDICATED THAT, SUBJECT TO APPROVAL BY THE MC ON OCTOBER 23, IT WAS HIS INTENTION TO FORWARD IT TO LUNS FOR CONSIDERATION BY THE NAC. HILL-NORTON SUGGESTED THE NAC MIGHT WISH TO CONSIDER THE MC PAPER CONCURRENTLY WITH THE US PROPOSALS TO IMPROVE NATO STANDARDIZATION. WE SENSE SOME CONCERN BY HILL-NORTON THAT THESE MC EFFORTS COULD BE DILUTED OR SIDE-TRACKED BY THE US STANDARDIZATION INITIATIVE. WE SEE NO CONFLICT BETWEEN THE US AND MC INITIATIVES. IN FACT, THE AD HOC COMMITTEE WOULD BE THE LOGICAL BODY TO CONSIDER MC PROPOSALS, IN ACCORDANCE WITH PARA 3D OF THE ABOVE PO. WE UNDERSTAND THAT LUNS AND ASYG TUCKER SHARE THIS VIEW AND WILL TRY TO ALLAY HILL-NORTON'S CONCERNS.

6. IN THE BACKGROUND OF THESE US, EUROGROUP, AND MC STANDARDIZA-

TION INITIATIVES IS TUCKER'S OWN VIEW OF HOW WORK UNDER THE NAC SHOULD EVOLVE OVER THE NEXT FEW MONTHS, LEADING TO MINISTERIAL APPROVAL OF A NATO POLICY DOCUMENT, ANALOGOUS TO MINISTERIAL GUIDANCE, ON ARMAMENTS PROCUREMENT. CARRYING OUT THIS WORK WILL REQUIRE, IN TUCKER'S VIEW, DETAILED CONSIDERATION OF WHAT ARMAMENTS NATO SHOULD HAVE AND HOW THESE ARMAMENTS SHOULD BE PRODUCED. THIS IN TURN WILL REQUIRE ANALYSIS OF THE MILITARY MISSIONS (SUCH AS REINFORCEMENT OF EUROPE) AND COMPONENTS OF MISSIONS (SUCH AS ASW). TUCKER SEES THESE REQUIREMENTS BEST SATISFIED BY A SERIES OF "DISPLAYS" DELINEATING PRESENT EQUIPMENT INVENTORIES; STRENGTHS AND WEAKNESSES; REPLACEMENT PLANS; PROBLEMS REMAINING; CONSTRAINTS TO SOLUTION OF THESE PROBLEMS, AND ACTION NEEDED TO ALLEVIATE THESE CONSTRAINTS. TUCKER HAS INDICATED THAT HE HAS THREE "PICTURES" OF THIS TYPE COMING FORWARD, ONE EACH FOR ARMY, NAVY, AND AIR DEFENSE EQUIPMENTS, WITH A POSSIBLE FOURTH
CONFIDENTIAL

PAGE 04 NATO 05671 02 OF 03 171741Z

TO FOLLOW IN THE AREA OF COMMUNICATIONS.

CONFIDENTIAL

PAGE 01 NATO 05671 03 OF 03 171755Z

45

ACTION EUR-12

INFO OCT-01 ISO-00 EURE-00 SSO-00 NSCE-00 INRE-00 USIE-00

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C O N F I D E N T I A L SECTION 3 OF 3 USNATO 5671

7. AS TO HOW REQUIRED ARMAMENTS WOULD BE PRODUCED, TUCKER FAVORS A MATRIX TYPE ANALYSIS DEPICTING NATIONS TAKING PART IN THE PRODUCTION/PROCUREMENT PROCESS AND COVERING BOTH PRIME CONTRACTOR AND SUB-CONTRACTOR LEVELS. IN HIS VIEW, THIS WOULD RESULT IN AN ACCOUNTING SYSTEM WHICH WOULD ALLOW DEVELOPMENT OF PRODUCTION AND PROCUREMENT PLANS IN THE MOST EQUITABLE AND COST-EFFECTIVE WAY. CONCERNING HOW NATO ACTUALLY WOULD MANAGE COOPERATIVE WEAPONS

PROJECTS, TUCKER IS CONSIDERING THE IDEA OF AN EXPANSION OF THE PRESENT SINGLE PROJECT APPROACH TO COVER ENTIRE FUNCTIONAL AREAS, FOR EXAMPLE TACTICAL MISSILES, WITH A LARGE MANAGEMENT OFFICE RESPONSIBLE FOR A FAMILY OF RELATED WEAPONS.

8. FOR THE SPRING 1976 MINISTERIAL MEETINGS, TUCKER BELIEVES IT NECESSARY TO COMPLEMENT THE AD HOC COMMITTEE'S MAJOR TASK INVOLVING LONG-TERM POLITICAL AND ECONOMIC ASPECTS OF ARMAMENTS PROCUREMENT WITH ANOTHER EFFORT INVOLVING MORE IMMEDIATE STEPS, WHICH MINISTERS SHOULD ALSO ENDORSE. THIS IMMEDIATE DIMENSION WOULD ADDRESS, FOR EXAMPLE, INTEROPERABILITY FIXES AND WOULD DRAW ON EXISTING NMA WORK, SUCH AS THE SACEUR FLEXIBILITY REPORT AND THE RESPONSE TO SECDEF'S LETTER FORWARDING THE NUNN STANDARDIZATION
CONFIDENTIAL

PAGE 02 NATO 05671 03 OF 03 171755Z

AMENDMENT REPORT.

9. FROM OUR CONVERSATIONS WITH TUCKER, IT IS CLEAR THAT HE MEANS TO RESPOND FULLY TO THE US STANDARDIZATION INITIATIVE AND GRAPPLE NOT ONLY WITH THE BROAD POLICY ASPECTS OF PROMOTING COOPERATION IN ARMAMENTS, BUT ALSO WITH AN INCREASING NUMBER OF SUBSTANTIVE ISSUES RELATING TO EQUIPMENT. IN ORDER TO FULFILL THESE PLANS, WE BELIEVE THAT TUCKER WILL NEED A GREAT DEAL OF SUPPORT, BOTH FROM NATIONS AND HIS STAFF. IN THIS REGARD, WE ARE CONCERNED THAT HIS STAFF MAY PROVE TO BE TOO LIMITED IN TERMS OF EXPERTISE AND NUMBERS. END COMMENT.STREATOR

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